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JAILS OF SAN FRANCISCO

A Comparative Study

1962 • 1966

WITH

Additional Recommendations

— PREPARED BY —

The STATE BOARD OF CORRECTIONS

October 1966

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STATE OF CALIFORNIA

EDMUND G. BROWN, Governor

Youth and Adult Corrections Agency
BOARD OF CORRECTIONS
State Office Building No. 1
Sacramento, California 95814

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OF CALIFORNIA—YOUTH AND ADULT CORRECTIONS AGENCY
EDMUND G. BROWN, Governor
ARD OF CORRECTIONS
AMENTO

October 14, 1966

Mr. Horace W. Seaman, Foreman
Grand Jury
City and County of San Francisco
Room 469, City Hall
San Francisco, California

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REFERENCE BOOK

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City and County Jail programs.

Sincerely,

RAMcGee

RICHARD A. McGEE, Chairman
Board of Corrections

Enclosure

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ARD OF CORRECTIONS
AMENTO

October 14, 1966

Mr. Horace W. Seaman, Foreman
Grand Jury
City and County of San Francisco
Room 469, City Hall
San Francisco, California

Dear Mr. Seaman:

I am pleased to forward to you the report of the State Board of Corrections relating to accomplishments since our 1962 report, as well as additional recommendations concerning the County Jails of San Francisco. The report is based on your letter of June 27, 1966, requesting a follow-up study. A similar request was received from Sheriff Matthew C. Carberry.

On behalf of the Board of Corrections and its staff, I wish to express my appreciation for the cooperation and assistance received in the conduct of this study from all local officials and interested citizens.

The Board hopes that the facts and recommendations set forth in this report will be helpful to you in appraising the needs of the detention and rehabilitation programs of the jail system.

Upon your request, we will be happy to furnish any further assistance we can in the development of the San Francisco City and County Jail programs.

Sincerely,

RAMcGee

RICHARD A. McGEE, Chairman
Board of Corrections

Enclosure

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TABLE OF CONTENTS

Page

INTRODUCTION. 1

FUNCTIONS CHART 2

SUMMARY OF RECOMMENDATIONS. 3

PART I

PRISONER DEPLOYMENT 6

PART II

RECOMMENDATION I - CUSTODIAL STAFFING 7

Page

Custodial Staff for Custodial Duties. 7
Hall of Justice 8
San Bruno 9
Women's Facilities (Combined) 9
Justification for New Custodial Positions . . 9
Basic Custodial Staff Requirements. 10

RECOMMENDATION II - BUSINESS & MAINTENANCE STAFFING 11

Justification for New Business and Maintenance Staffing 11
Areas of Responsibility in Business Services Division. 13
Business Management and Maintenance Chart . . 15

PART III

RECOMMENDATION III - GENERAL SECURITY 16

San Bruno 16
Shower Facilities & Clothing Issue. 17
Communications. 17
Unused Material 17
Hall of Justice 17
Women's Facilities (Combined) 18
Printed Rules 18
Prisoner Transportation 18
Arsenal 18

PART IV

DETENTION OF JUVENILES. 19

Hall of Justice 19
San Bruno 19
Women's Facilities (Combined) 19

3 1223 06038 2695

PART V

Page

RECOMMENDATION IV - CARE - TREATMENT - REHABILITATION 21

Page

Treatment Services. 21
Health and Sanitation 21
Classification. 22
Work Program. 23
Adult Program 23
Library 24
Counseling. 24
Off Duty Activities 25
Mail and Visiting 25
Discipline. 25
Work Furlough 26
County Parole 26
Citizens Advisory Committee 27
Post Release. 27
Program Space 27
Treatment Staff 27
Justification (New Treatment Positions) . . . 28

PART VI

RECOMMENDATION V - PERSONNEL RECRUITMENT. 30

Promotional Opportunities 30
Deficient Salaries. 30

RECOMMENDATION VI - MORALE - TRAINING 30

Formalized Training Needs 30

PART VII

RECOMMENDATION VII - FOOD SERVICES - CLOTHING - BEDDING 32

Review and Apply Minimum Jail Standards . . . 32
Supplement Staffing 32
Revise Physical Plant and Equipment 33
Central Feeding 33
Clothing Standards. 34
Bedding Standards 34

TABLE OF ATTACHMENTS. 36

Grand Jury Letter Requesting Study. . . . . No. 1
Sheriff's Letter Requesting Study . . . . . No. 1-A
Sections 4300-4305 of the Penal Code
(Advisory Committee on Adult Detention
Facilities) . . . . . No. 2
Section 1208 of the Penal Code
(Cobey Work Furlough Law) . . . . . No. 3

Section 2910 of the Penal Code
(Transfer of State Prisoners to Local
Facilities) . . . . . No. 4
Minimum Jail Standards
(Food-Clothing-Bedding) . . . . . No. 5
Chart of Foods Necessary to Meet Minimum
Jail Standards. . . . . No. 6
Requirements for Full Operation and
Schedule of Assignments . . . . . No. 7

INTRODUCTION

The State Board of Corrections has completed an evaluation of the detention facilities and programs for adult prisoners in the City and County of San Francisco in compliance with requests from the Grand Jury, contained in a letter dated June 27, 1966, (Attachment No. 1), and a letter from Sheriff Matthew C. Carberry dated July 1, 1966 (Attachment No. 1-A).

These letters requested a follow-up to the October 1962 report submitted by the Board of Corrections to determine what action had been taken on recommendations at that time as well as to provide any new recommendations which might be appropriate. This report is directed to these requests.

Information is based on data obtained through conferences with City and County officials, public and private agencies, discussions with inmates of the jails, inspections of the City Prison and all County detention facilities, observation of procedures and review of records.

This report is based on modern correctional concepts and standards; recommendations are directed toward the goal of public protection through effective programs for the control and rehabilitation of offenders.

Most of the background and philosophy of recommendations in this report were covered in the 1962 report of the Board of Corrections. Comparative references are made to the 1962 study in the body of this report.

On the following page a Functions Chart is diagramed presenting the major operations of any jail system. This chart should help clarify these areas to the reader.

F U N C T I O N S C H A R T

SAN FRANCISCO COUNTY JAIL PROGRAM

JAIL ADMINISTRATION

Security Program	Business Services	Treatment Services
1. 24-Hour Custody	1. Budget Planning and Review	A. Health
2. Discipline	2. Accounting	1. Medical Care
3. Classification (Custody)	3. Procurement	2. Dental Care
4. Housekeeping	4. Warehousing	3. Psychiatric Services
5. Inmate Movement	5. Maintenance (Plant and Vehicles)	B. Rehabilitation
6. Security Controls	6. Food Management	1. Classification (Program)
7. Staffing	7. Laundry	2. Work Assignments
8. Records	8. Inmate Canteen	3. Social Case Work
9. Mail and Visiting	9. Clothing	4. Alcoholics Anonymous
10. Administrative Inspections	10. Bedding	5. Education and Library
11. Training	11. Personnel	6. Counseling
		7. Religion
		8. Recreation and Exercise
		9. Parole & Release Procedures
		10. Work Furlough

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10. Administrative Inspections	10. Bedding	5. Education and Library
11. Training	11. Personnel	6. Counseling
		7. Religion
		8. Recreation and Exercise
		9. Parole & Release Procedures
		10. Work Furlough

Page 16

III. General security of the County Jail system be improved by:

1. Strengthening security between the first and second floors at San Bruno.

2. Installing showers and hot water for bathing, washing and shaving in each wing of each tier at San Bruno to curtail numerous necessary movements of inmates now ongoing.

3. Removing all unused material which might be employed as weapons, especially at the attic level.

4. Providing two-way communication systems in all Sheriff's vehicles assigned to the jail system as well as adding a fully equipped station wagon for prisoner transportation.

5. Activating alarm system and installing a two-way inter-communication system for all positions at all jails.

6. Providing establishment of a security ward at the San Francisco General Hospital to relieve Deputies from guard duty there and to reduce the hazards inherent in the present situation.

7. Keying elevators and establishing a schedule so that basement and attic areas are serviced only by staff.

IV. An organized and improved treatment program be established for County Jail inmates by: 21

1. Bettering medical services and sanitation.

2. Providing a formal inmate classification system.

PART I

PRISONER DEPLOYMENT

The deployment of prisoners, sentenced and unsentenced, within the San Francisco Jail facilities as recommended by the Board of Corrections in its 1962 report has been accomplished.

In 1962 the Board of Corrections recommended that the physical plants of the San Francisco County Jails be utilized in compliance with the original intent that all accused felons, unsentenced misdemeanants, and inmates requiring maximum security be detained at County Jail No. 1 (Hall of Justice) and all sentenced misdemeanants who can be classified safely as medium or minimum security risks, be held at County Jail No. 2 (San Bruno).

In the new Hall of Justice County Jail, a 64-capacity unit in the "felony wing" has been activated. The result of activation is that persons accused of felony offenses are no longer detained at the San Bruno Jail, and, except occasionally, overcrowding has been eliminated.

Approximately 100 persons convicted of felonies and sentenced to jail as a condition of probation are ordinarily confined in the San Bruno jail. However, these present no particular custodial problems since they are individuals judged by the courts to be most amenable to rehabilitation programs. The extremely low escape rate from this facility offers evidence of this.

As conditions exist at present, the capacities of the San Francisco Jail facilities are adequate for custody.

PART II

CUSTODIAL AND BUSINESS-MAINTENANCE STAFFING

RECOMMENDATION I: To bring operation of facilities up to the requirements for safety and security and provide staff with full relief, the following will be required:

1. Increase the custodial staff by eleven positions at County Jail No. 1 (Hall of Justice).

2. Increase the custodial staff by seven positions at County Jail No. 2 (San Bruno).

3. Increase the combined custodial staff by five positions at County Jails Nos. 3 and 4 (Women's Facilities).

The most serious deficiency in staffing in the San Francisco County Jail system is the absence of an adequate number of positions to provide relief for both male and female personnel for regular days off, vacations, holidays and sick leave. Of the recommended custodial augmentation, only five--two at the Hall of Justice and three at San Bruno--are new positions. Others represent, for all jails, staff necessary to assure relief without reducing coverage below the minimum required for safety and security. (Attachment No. 7 explains the requirements for full operation and relief. Charts 1, 3 and 7 of this Attachment show requirements for relief.)

The current Sheriff's budget carries an item of $20,000 for employment of temporary personnel. With adequate permanent staff, this budgetary item could be reduced greatly.

Requirements will be discussed in three parts: (1) staffing requirements at County Jail No. 1 (Hall of Justice); (2) staffing requirements at County Jail No. 2 (San Bruno); and (3) staffing requirements at County Jails Nos. 3 and 4 (Women's Facilities).

Custodial staffing recommendations covered in the 1962 Board of Corrections report were basically followed relative to the Hall of Justice. However, augmentation of the staff at San Bruno was not accomplished. The custodial complement has been increased only by one, whereas three new positions were recommended. The 1962 report recommended the absolute minimum number of officers necessary to meet the basic security requirements in the two county jails for men. It was emphasized that the custodial personnel proposed was for custody and maintenance needs only, and did not include relief for fixed posts requiring coverage around the clock on a seven day per week basis. Any expansion of the treatment and educational programs would require additional staff. A number of treatment programs were recommended, but practically no expansion has occurred. The staff required to carry out treatment programs is outlined in Part V of this report.

It is of the greatest importance that custodial personnel be assigned within classification. They should not be required to fill assignments which are the obligation and function of business management and which dilute security.

If recommendations in this report are adopted, it will be possible to assign custodial personnel to more adequately function in the protection of society, staff, inmates and security.

It is a universally recognized axiom in detention facility operation that constant--hour by hour--attention must be exercised to assure that the physical plant is maintained in a clean and sanitary condition. Competent and interested staff must be alert to assure that the trusty crews engaged in janitorial type assignments perform to the utmost satisfaction; staff must regularly inspect the premises to ascertain that unauthorized "art" or signs are not displayed, that litter does not cover floors in cells and corridors, that windows are kept clean, that preventive maintenance is done, and that there is full compliance with the rules and regulations of the institution.

HALL OF JUSTICE COUNTY JAILS:

County Jails No. 1 (for men) and No. 3 (for women) at the Hall of Justice in downtown San Francisco are relatively new, having been occupied in January, 1961. The jails are on the top, or seventh floor of the structure. Capacities, 439 for men and 57 for women, are presently adequate. Construction is of the maximum security type because the building was designed to detain all unsentenced felon and misdemeanant defendants. The kitchen services both the County Jails and the San Francisco City Prison on the sixth floor.

Space is available in the assembly room for a limited program, exercise, and an adequate chapel. The police auditorium on the sixth floor is available for inmate assembly but is not used by the Sheriff's Department.

Involved in Recommendation I are:

AT THE HALL OF JUSTICE COUNTY JAIL:

(a) Addition of four Sergeant positions to provide relief for all supervisorial levels. (Example: Sergeant relieves Lieutenant; Lieutenant relieves Captain; Captain relieves Chief Deputy.)

(b) Addition of two Search and Escort Deputies to handle the heavy prisoner transportation schedule, so that fixed posts are not diluted. They can be utilized to make periodic searches for contraband within the jail, make checks on all security features, and control other urgent or unusual problems.

(c) Addition of five Deputy Sheriff positions to provide full relief for vacations, holidays, sick leave, and regular days off for all fixed post positions requiring relief.

SAN BRUNO COUNTY JAILS:

County Jails No. 2 (for men) and No. 4 (for women) at San Bruno were completed in 1934. They were designed for the detention of sentenced prisoners who could safely be classified as medium or minimum security risks as well as alcoholic commitments. With the exception of a short period during which adequate staffing was not provided at the new Hall of Justice County Jail, this purpose has been accomplished.

The Women's Jail has a capacity of 48 on two floors. Prisoner housing at the Men's Jail consists of ten units of 60 capacity each on five floors of the six story building.

The structures are substantial. No remodeling has been undertaken and the only modification recommended in this report is the removal of warehousing from the first floor and substituting areas for central dining, classrooms, assembly rooms, vocational training shops, and work projects.

AT THE SAN BRUNO COUNTY JAIL FOR MEN:

(a) Addition of four Sergeant positions to provide relief for all supervisory levels.

(b) Addition of three Search and Escort Deputies as recommended in Item B on Page 8. One position will also augment custodial coverage of the recreation yard.

AT THE WOMEN'S FACILITIES (County Jails Nos. 3 and 4 combined):

(a) Addition of one Sergeant position to provide relief for the Lieutenants at both jails.

(b) Addition of four matrons to provide full relief for vacations, holidays, sick leave, and regular days off for all fixed posts requiring relief.

JUSTIFICATION FOR NEW CUSTODIAL POSITIONS:

(a) Adjustment Unit (6th Floor, South - San Bruno) (2 Deputies): This unit has been designated to receive and hold the most difficult sentenced inmates whose conduct is not sufficiently poor or dangerous to warrant transfer to the Hall of Justice. With this concept as policy, greater security is necessary. It is recommended that two new positions be assigned to this area. One of these positions will cover for the 8 A.M.

to 4 P.M. watch and the other for the 4 P.M. to 12 M watch. No additional coverage is required for the 12 M to 8 A.M. watch because of predominate inmate inactivity during those hours.

(b) Search and Escort (5 Deputies - 3 San Bruno, 2 Hall of Justice): Four of these positions are recommended to assume the transportation duties of the two jails. Present staffing does not include positions for this very necessary assignment and all transportation of prisoners is accomplished by Deputies assigned to other posts which further dilutes the custodial and maintenance functions. Required transportation of this nature is continuous and reduces needed supervision of the inmates.

One new position should be utilized at the San Bruno Jail as a Utility Deputy to augment custodial coverage for regularly scheduled exercise and recreational activities, both inside and outside of the jail. With the assistance of other Deputies, a man in this position also will make periodic searches of all cells and living quarters, searching for contraband items, and making checks on all security features of the jail.

Addition of a Utility Deputy will permit use of the outside recreation yard regardless of fog or other weather conditions which now preclude this activity because of security risks caused by present lack of custodial staff. The inmates will have the opportunity of access to the recreation yard with this added supervision. One Search and Escort Deputy at San Bruno should be assigned to the 12 M - 8 A.M. watch to provide emergency services. He also could perform the other duties of the Search and Escort position described above.

Basic Custodial Staff Requirements: The following table shows the presently budgeted complements and the minimum requirements for safety and security:

COUNTY JAIL NO. 1 (HALL OF JUSTICE)

Present Staff	Recommended Complement
1 Chief Deputy	1 Chief Deputy
1 Captain	1 Captain
3 Lieutenants	3 Lieutenants
3 Sergeants	7 Sergeants
28 Deputies	35 Deputies
36	47

COUNTY JAIL NO. 2 (SAN BRUNO)

Present Staff	Recommended Complement
1 Chief Deputy	1 Chief Deputy
1 Captain	1 Captain
3 Lieutenants	3 Lieutenants
2 Sergeants	6 Sergeants
25 Deputies	28 Deputies
32	39

COUNTY JAILS NOS. 3 & 4

Present Staff	Recommended Complement
2 Lieutenants	2 Lieutenants
	1 Sergeant
15 Matrons	19 Matrons
17	22

BUSINESS AND MAINTENANCE STAFFING

RECOMMENDATION II: That line staff now required to perform business and maintenance duties be worked within their proper classifications and full relief be provided for them when necessary. This will require the addition of:

1. One Business Manager.

2. One Administrative Chef.

3. Three Chefs (one to be a permanent position at San Bruno and the other two to provide full relief for the cooking force at both main jails).

4. Two Storekeepers, one at each main jail.

5. Two Laundry and Clothing Distribution Supervisors, one at each main jail.

6. Two Stationary Engineers at San Bruno to provide required relief.

(Attachment No. 7 explains the requirements for full operation and relief. Chart 3 of this Attachment shows requirements for relief for Chefs and Stationary Engineers.)

JUSTIFICATION FOR NEW BUSINESS AND MAINTENANCE POSITIONS:

1. BUSINESS MANAGER: In any operation with a scope as extensive as that in San Francisco's jail system, a full-time official to supervise the business and maintenance functions is required. Not only are such services the responsibility of a qualified member of the Sheriff's staff within the facilities, but an extremely close

liaison with the Purchasing Department and the Controller's office at the City Hall is necessary. The employee should be a specialist in the business services field and he should be on a level of high authority, responsible to the Sheriff in all business and maintenance areas.

The survey team found at the time of the study these functions were not adequately organized and coordinated.

A chart depicting recommended lines of authority and functions within the scope of the Business Services Division is shown on Page 15 of this report.

2. ADMINISTRATIVE CHEF: Responsibility for the overall administration of food service should be placed in one person, who would report to the Business Manager. His function would be to develop and administer the entire program of food services in all four feeding units, establish menu patterns and ascertaining that they are applied. Development of rations and their control would be his direct responsibility. The Chefs have full-time duties in supervising the kitchens. The Administrative Chef could provide emergency relief when necessary.

3. CHEFS (1 full-time San Bruno - 2 relief, one for each jail): Custodial effectiveness of the Deputies is presently diluted by the requirement that they cover for the Chef(s) during vacations, holidays, sick leave, and regular days off. Addition of a full-time Chef at San Bruno, and two relief Chefs to cover both the San Bruno and the Hall of Justice Jails will enhance both the food services and security aspects of both jails.

4. STOREKEEPERS (one for each facility): Among the duties imposed upon the Deputies are the ordering, receiving, storage, and issuance of all supplies and food items for the jail, including the inmate canteen. This is properly the function of Storekeepers responsible to the Business Manager. There is enough related work to occupy one position in each of the jails on a five-day week basis.

5. LAUNDRYMEN: Even with the most up-to-date and adequate equipment, satisfactory laundering cannot be provided without adequate supervision of inmates. Clothing and bedding will be damaged unnecessarily and loss will be prevalent.

At present the laundry at the Hall of Justice is nominally supervised by a Sergeant and at San Bruno by a Deputy. Both of these staff members have innumerable other duties to perform and cannot function adequately in the laundry area. Efficiency and safety can be assured only by the assignment of a full-time experienced Laundryman at each facility responsible to the Business Manager.

Another important operation which could be the responsibility of the Laundrymen is the storage of inmate personal and jail clothing, the issuance of jail clothing and its regular exchange.

AREAS OF RESPONSIBILITY IN BUSINESS SERVICES DIVISION:

Budget Planning and Review: Administrative direction under a qualified Business Manager is needed to develop, maintain, and coordinate records of use for planning annual budgets and long range projections of needs, to manage current budgets, and to instruct jail staff and inform jail management on the status of budget allocations at any given time. Proper utilization of the budget will result in close coordination in the areas of purchasing, receiving and distribution of all material required for the institutions.

Accounting: There should be readily accessible in the jail offices, information on:

1. Food receipts.
2. Balances for cost accounting (i.e., cost per meal).
3. Number of inmates fed.
4. Amount of food served to employees and number of employees fed.
5. Amount of food served.
6. Canteen sales and control.
7. Amount of supplies received and paid for.

With this information, which was not available to the survey team, staff will be in a position to judge past usage as well as future needs.

Procurement: A formal program of procurement should be established and staff at each institution should become acquainted with the program.

Receiving personnel should have a set of instructions as to the proper method of receiving and storing, and the records which should be required regarding quality and amounts received.

The products should be purchased and received under a specific set of specifications, particularly food. The State Department of Corrections has available a set of food specifications which could be used by the institutions of San Francisco County.

Warehousing: The level of inventory should be maintained at a point where sufficient supplies will be available for several days for the protection of the institutions in case of an emergency.

The warehouse on the first floor at San Bruno included maintenance shops, painting areas, and paint storage. All of these appeared

to be a storage of maintenance equipment and should not be a part of the normal food warehousing program. Paint is extremely flammable and should not be stored in the present location.

It is noted that the San Bruno facility is sorely in need of space for such functions as feeding, classrooms, counseling rooms, and general assembly. The warehousing occupies extremely valuable and expensive space. A building of inexpensive construction should be erected outside the main facility for storage which would allow a more efficient and profitable use of the first floor area. This also would provide space for much needed additional refrigeration. The proposal for central dining will be discussed under the food section of this report.

Maintenance: There does not appear to be a coordinated program for maintenance in the San Bruno facility. As examples, the interior of the structure is badly in need of paint, and floors throughout the building are in a poor state of repair. The small amount of painting being carried on is done in areas which are occupied by inmates. This not only prevents an effective job but represents a health hazard. Many of the fire hoses obviously are in need of replacement, in at least one instance, the fire hose cabinet was empty and in another a hose cabinet was blocked off. Tags on fire extinguishers indicated that inspection is long overdue.

Food Management: Food is perhaps the most important single item outside of security in any jail. Its management requires extreme care and efficient record keeping. A competent person in a supervisory position is required in this area to direct the chefs, supervise menus and ascertain that the proper rations are served. A recommendation for this position is discussed on Page 12 of this report.

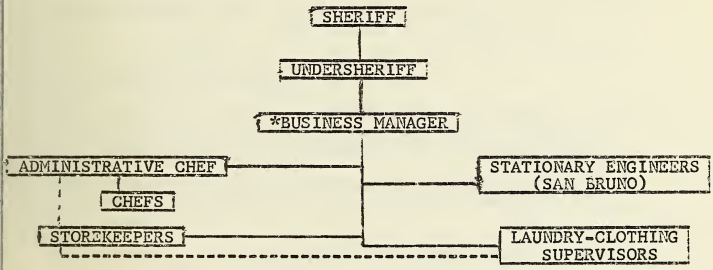
Laundry: The laundries in both the Hall of Justice and San Bruno appear to be adequate. However, it is felt there should be supervision in addition to that of the Deputies who are required to perform numerous other functions. Questions were raised regarding the propriety of the laundering of personal clothing of personnel. The justification for laundry supervisors is discussed on Page 12 of this report.

Inmate Canteen: A review of the canteen operation reveals that a system similar to that of the Department of Corrections is used with one exception; there appeared to be no information as to the accounting phase of the operation within the facilities. Again it was indicated that all records were maintained at the City Hall.

It was apparent that all items on the canteen list were not available for sale. A close check should be maintained on the inventory so that a full supply of all approved items is available.

Personnel, Clothing and Bedding: The administration of these three most important items clearly is within the business management sphere. All three are considered at length in sections VI and VII of this report, Pages 30, 31, 32, 33, 34 and 35.

BUSINESS MANAGEMENT AND MAINTENANCE



*Areas of responsibility in Business Management and Maintenance:

- Budget Planning and Review
- Accounting
- Procurement
- Warehousing
- Maintenance (Plant and Vehicles)
- Food Management
- Laundry
- Inmate Canteen
- Clothing
- Bedding
- Personnel Records

_____ Line of Authority

- - - - - - - - - - - - - - - Functional Relationship

PART III

GENERAL SECURITY

RECOMMENDATION III: That general security of the County Jail system be improved by:

1. Strengthening security between the first and second floors at San Bruno.

2. Installing showers and hot water for bathing, washing, and shaving on each wing of each tier to curtail numerous necessary movements of inmates now ongoing.

3. Activating alarm system and installing a two-way inter-communication system for all positions at all jails.

4. Removing all unused materials which might be employed as weapons, especially at the attic level.

5. Providing two-way communication systems in all Sheriffs' vehicles assigned to the jail system as well as adding a fully equipped station wagon for prisoner transportation.

6. Providing establishment of a security ward at the San Francisco General Hospital to relieve Deputies from guard duty there and to reduce the hazards inherent in the present situation.

7. Keying elevators and establishing a schedule so that the basement and attic areas are serviced only by staff.

SECURITY AND STAFFING REQUIREMENTS

1. SAN BRUNO: There has been no modification in the physical plant relative to security since the survey of 1962. The recommendation that a bar be welded vertically to each window has not been accomplished. The addition of this bar would certainly add to the security of the jail, but it appears that because of the number of windows, the cost of accomplishing this recommendation would be extremely high and in addition, the need is not as great as in 1962 in that unsentenced prisoners are no longer housed in this facility. The recommended staffing, with proper training, should provide much additional security.

However, some provision must be made to provide better security between the first and second floors. The first floor has three exits to the exterior of the building: (1) through the supply receiving room; (2) to the rear of the building for releasing and returning outside work crews; and (3) through the foyer or office.

Outside of the building escape from the grounds presents little difficulty. No exit is supplied with a proper sallyport arrangement. If the locked separation between the first and second floors is not assured, two locked doors in each of these areas, with a separation of key locations and/or controlled by electric locks, would be necessary during periods when inmates have access to these areas.

All floors are serviced by an inmate operated elevator which should be remodeled to a key control system. The attic and basement areas should be serviced by staff only.

2. Shower Facilities and Clothing Issuance: To promote greater control of the institution, provision should be made to shower and clothe inmates in the several tiers of cells. It is recommended one cell be removed from each wing of each tier, and shower heads be installed. Expert advice should be sought on the possibility of providing hot water on the tiers for bathing, washing and shaving. At San Bruno safety razors are used, therefore hot water should be provided.

3. Communication: The alarm system in the San Bruno facility is inoperative. It should be fully activated.

Voice communication between the various units is on a one-way basis. An inter-communication system, for all positions at all jails including that for women, which will permit officers to respond by voice directly to control should be installed both from the standpoint of security and the safety of the staff. It also would provide monitoring and could open automatically if the decibel rating went up to "loud" during an incident.

4. Unused Material: The attic area at San Bruno contains a large quantity of unused or discarded material. This not only presents an untidy appearance but makes available an unlimited number of objects which could be utilized as weapons. They should be removed. The area is serviced by an elevator operated by an inmate, which could permit easy access to this material. The elevator should be key operated as mentioned previously. The metal objects also should be removed from the elevator.

5. HALL OF JUSTICE: Physical plant is adequate. Mechanical controls should be reviewed to assure that security requirements are met and to determine if the number of keys Deputies are required to carry can be reduced. Staffing inadequacies have been discussed earlier in this report.

Of concern to the security of the operation at the Hall of Justice facility are the Court Control hazards. This is also the assignment of one or more Deputies to assist Bailiffs in escorting prisoners to and from the courts. This inadequacy will be alleviated by the provision of "Search and Escort" Deputies as recommended earlier in this report. The court hazards were discussed at length in the 1962 report.

6. WOMEN'S FACILITIES: Physical plant and controls are adequate for adults. Staffing inadequacies have been discussed earlier in this report.

It is the Sheriff's policy and the Board of Corrections' recommendation that the Women's Facilities shall always be staffed by a minimum of two Matrons on any shift, which will allow for coverage of the Women's Facilities in such common emergencies as escorting an ill or injured prisoner to the hospital. Coverage of this nature is not possible with present staff.

7. Printed Rules: Rules for inmates should be printed in easily understood language and provided to each prisoner, preferably on his copy of the Booking Sheet upon admittance. Rules should be uniformly enforced. Lack of understanding of regulations contributes to disciplinary problems which always affect the security of an institution. Posting of rules is insufficient as they are easily and normally removed.

8. Prisoner Transportation: All Sheriffs' vehicles assigned to the jails should be equipped with standard emergency vehicle equipment, including two-way radio. This would provide optimum usage through intransit rescheduling.

The Sheriff and his staff reported a lack of vehicles necessary for the transportation of prisoners. Due to the extensive amount of transportation required, it is recommended that an additional vehicle (station wagon, with full equipment) be provided the Sheriff's Department.

9. Arsenal: The arsenal should be in a secured area, readily accessible, and in constant view of staff and definitely inaccessible to inmates. A general review and constant inspection should be made of emergency security supplies including all weapons, gas, gas masks and restraint equipment to assure that they are sufficient in number and in perfect condition for use. All staff should be trained in its prompt and effective use in the event of an emergency.

PART IV

DETENTION OF JUVENILES

County Jail No. 1, Hall of Justice. This facility has been inspected and approved by the Youth Authority as meeting standards for the detention of juveniles under age 18 for over 24 hours.

County Jail No. 2, San Bruno. This facility was inspected. It does not meet the standards for detention of juveniles under age 18 for over 24 hours, for the following reasons:

1. Minors are not segregated from adult prisoners. Communication is possible, both visually and audibly.

2. The Youth Authority required minimum of 500 cubic feet per person is not maintained. This is due to the fact that isolation cells which have solid doors, not bars, are used. As far as adults are concerned, the cubage is sufficient since the cell fronts are grille and corridor air is available for breathing.

3. Night lighting is not provided sufficiently to give good visibility for purposes of supervision.

4. There are no bathing facilities provided in the isolation section where juveniles are detained. The only showers in the building are in the basement and the isolation section is on the sixth floor of the building.

5. There is no sound system to supplement supervision designed to detect overt aggressive, or assaultive behavior, and to summon aid in emergencies.

6. No arrangements are made for phone calls upon admittance.

County Jail No. 3, Women's Facility, Hall of Justice. This facility has been inspected by the Youth Authority and meets the standards for the detention of juveniles under age 18 for over 24 hours.

County Jail No. 4, Women's Facility, San Bruno. This jail has not been inspected by the Department of the Youth Authority as juveniles under 18 have never been detained within this facility for over 24 hours. With only a cursory observation, the following items were noted:

1. Excessive overcrowding would make it impossible to segregate female juvenile wards from adult female prisoners, unless the juveniles were held in solitary confinement.

2. Because of the inability to segregate juveniles from adults, no exercise or recreation would be available.

3. There are no separate bathing facilities for juveniles. The only bathing facilities, which consist of two showers and two bath tubs, are in the basement of this building.

However, the approved facility at the Hall of Justice is adequate.

PART V

CARE - TREATMENT - REHABILITATION

RECOMMENDATION IV: That an organized and improved treatment program be established for County Jail inmates by:

1. Bettering medical services and sanitation.
2. Providing a formal inmate classification system.
3. Expanding the work program.
4. Instituting an adult education program.
5. Providing coordinated mandatory counseling on a regular schedule.
6. Reviewing and expanding recreational opportunities.
7. Implementing the work furlough ordinance.
8. Increasing use of county parole.
9. Organizing a Citizen's Advisory Committee.
10. Adding the full time treatment staff required.

A basic cause for unrest, complaints and disturbances in a custodial setting is inactivity. A large number of complaints are without foundation but arise from the lack of program for the inmates.

Furthermore, it is a waste of funds to confine persons for substantial periods without making an effort to change the attitudes that have brought them into conflict with the law and to equip them to earn an honest living.

Ten major recommendations for improvements in the care, treatment and rehabilitation of inmates were made in the 1962 report. Action has been taken on two, most notable of which is the passage of an ordinance permitting a work furlough program which should prove an outstanding contribution to both the inmate and the taxpayer.

Health and Sanitation: Sanitary surroundings and adequate medical care are fundamental where persons are forced to live close together, especially when many of them are physically deteriorated through alcoholism and neglect.

The medical services are inadequate and sanitary conditions are substandard in the San Francisco jails. The San Bruno Jail is the most seriously deficient.

Those deficiencies in physical plant, sanitation and housekeeping already specified in the County Health Officer's annual report should be corrected. In addition, the Health Officer should be asked to survey sanitary conditions and medical services and to recommend an organized, total program.

San Francisco General Hospital offers the utmost cooperation in receiving inmates and promptly providing adequate treatment.

Classification: A formal system of inmate classification is vital to maintenance of security and to development of appropriate treatment activities. The San Francisco jails lack a classification system. It is recommended that one be developed.

Classification is the process of pooling all relevant knowledge about the inmate in order to develop a realistic, coordinated program for his management and treatment, and to keep that program current.

The Classification Committee is a key element in the classification process in order that varying viewpoints be expressed and coordination effected. The Committee is deserving of the utmost attention from top staff. It should be chaired by the commanding officer of the institution and its membership should include representatives of all units of the facility.

All available records--probation officer reports, social history, arrest report, and criminal records--should be made available to the Committee as well as the entire treatment and custodial staffs.

In addition to making work and housing assignments, the Committee should have the functions of referring inmates for parole, outlining training programs in educational and vocational fields, referring for counseling, inducing inmates to participate in well-rounded off-duty activities, and related activities.

Whole groups should not be barred from work or other assignments on the basis of arbitrary criteria.

It is against the policy of the San Francisco administration to place persons with sentences of over ninety days on outside details. Many of these, particularly those serving time as a condition of probation, present no risks either for crimes while confined nor are they more prone to escape than other prisoners.

The Classification Committee should review these cases with the view of placing more "long term" prisoners in minimum custody and on outside details.

Work Program: The desirability of development of a work program was discussed extensively in the 1962 report.

Currently the opportunity for work in the San Francisco jails is extremely low. Employment on the farm at San Bruno is limited to less than 10% of the San Bruno Jail population. Except for a relatively few trusties in feeding and janitorial assignments in the four jails, the great bulk of the inmate population is idle.

Institutional maintenance is one area of inmate employment that could be readily expanded. Jobs should be defined and inmates assigned to them held responsible. Through a classification system, inmates possessed of particular skills could be assigned to those jobs.for which they are best fitted. Also, job assignments can be tied into vocational training.

Limitations of the work program emphasize the need for other inmate activities.

Adult Education: Since 1962 the law has been amended to permit the granting of state funds for adult education in jails on contracts between the county and local school districts. This program, authorized in 1965, has not been activated in the San Francisco jail system and is recommended. Full advantage should be taken of this opportunity for academic and vocational training of inmates. Standards require a minimum of only 60 hours for completion of some of the basic courses and educators feel much can be accomplished in this time. The legal provisions are:

"Section 11151.5 Education Code.

"In classes for adults maintained in any county jail, or any county industrial farm or county or joint county road camp, a day of attendance is 180 minutes of attendance; but no pupil in such a class shall be credited with more than one day of attendance in any calendar day, nor with more than 15 clock hours of attendance during any one school week."

"Section 17952 Education Code.

"The Superintendent of Public Instruction shall allow to each school district maintaining secondary schools an amount equal to the actual current expense of the district of maintaining adult education classes for prisoners in any county jail, or any county industrial farm or county or joint county road camp for the current fiscal year. The amount so allowed to a district for each unit of average daily attendance in such classes shall in no event exceed the

"total of the amounts allowed to the district as basic state aid and state equalization aid for each unit of average daily attendance of the district exclusive of the average daily attendance of the district in classes for adults.

"For purposes of this section, the Superintendent of Public Instruction shall, by rules and regulations, establish minimum standards for the conduct of the adult education classes, including, but not necessarily limited to, attendance requirements and requirements concerning records to be kept and reports to be submitted."

Library: A well-stocked library is a valuable adjunct in a correctional setting for both study and recreation. San Francisco's Jail system has libraries, but the shelves contain books (mostly fiction) cast off from public libraries and are not readily accessible to inmates. Many Sheriffs in California have made arrangements with the County Library to establish branches in their jails. This has resulted in a greater number and variety of volumes being available and the books are kept more up to date by regular exchange. An effort should be made to obtain such an arrangement in San Francisco.

Counseling: Counseling designed to help inmates discuss basic problems and concerns in order to develop self-understanding should be on a regular, scheduled basis, and should be mandatory. Treatment and custodial personnel should be trained and forged into a team to provide maximum possibility for the inmate to learn causes for his behavior, and new and more satisfactory ways with which he can cope with his problems.

Counseling services are required at all four jails but the focus should be on the San Bruno facility since the persons there are all sentenced.

Presently, counseling services at the County Jails are offered by the San Francisco Health Department's Center for Special Problems, the Northern California Service League, and the Salvation Army. Uncoordinated, and limited by personnel and funds, the counseling offered has most usually centered around special personality problems, or immediate problems in the social service area. It is estimated that no more than ten percent of the inmates are exposed to treatment programs. Long term or on-going counseling has been limited.

Alcoholics Anonymous services the jails, but the program is selective.

Services for the various religious denominations are held regularly in all four jails and counseling services are provided,

although the latter are limited due to the large number of inmates involved and outside commitments of the priests and ministers.

OFF DUTY ACTIVITIES

Recreation: A well-rounded recreational program is useful for several reasons:

1. It keeps inmates constructively occupied when other program is lacking.

2. Physical recreation particularly aids in developing and maintaining good health.

3. New satisfactions learned in the recreational program may displace less desirable activities formerly practiced by the inmate in the community.

It is recommended that the City and County Park and Recreation Department be asked to survey the needs of the jails with the view to development of the imaginative and professional type of program that has characterized its activities elsewhere.

Mail and Visiting: Mail and visiting procedures appeared satisfactory in 1962. As result of court decisions regarding contacts with attorneys, courts, etc., the mail privilege has been somewhat relaxed. Because of volume, inmates are encouraged to confine their outgoing mail to two letters per day, but this is not a "hard and fast" rule. There is no limit on incoming mail. All mail is censored.

At County Jails Nos. 1 and 3 at Hall of Justice, visiting is permitted from 10:00 a.m. to 3:00 p.m. on Tuesdays and Saturdays for women and on Wednesdays and Sundays for men. This schedule is the result of space limitations.

At Jails Nos. 2 and 4 at San Bruno, visiting is allowed from 10:00 a.m. to 3:00 p.m. on Saturdays and Sundays.

There is no limit to the number of visitors an inmate may have. Since there is adequate separation between inmates and visitors, extensive security checks are not imposed upon visitors.

Discipline: Disciplinary procedures appeared adequate in 1962 and they continue to be satisfactory. The Chief Deputy in each facility is the chief disciplinary officer. Isolation cells are available in the Hall of Justice and San Bruno jails for punishment of both men and women for more serious infractions of disciplinary regulations. Confinement ordinarily does not exceed five days; however, this time may be extended if an inmate commits a violent offense or continues to be intractable. All punishments are logged.

Confinement may be ordered by the Watch Commander but his order is reviewed by the Chief Deputy as soon as the latter is available.

The second form of punishment is loss of time credits for satisfactory work and conduct. These credits are taken on the order of the Chief Deputy. His decision may be appealed to the Sheriff.

Loss of privileges is imposed for minor infractions. This punishment is likewise imposed by the Watch Commander and reviewed by the Chief Deputy.

No evidence was developed indicating that inmates impose punishment on other inmates.

A recent Federal Court decision involving the use of "stripped" cells, orientatl toilets, lack of water and articles needed for personal hygiene for inmates confined should be reviewed carefully by the administration and its requirements applied. The survey team noted that isolation cells in all of the jail facilities are not in conformity with this decision.

Work Furlough: The Board of Supervisors has adopted an enabling ordinance to implement the Cobey Work Furlough Law permitted by Section 1208 of the Penal Code (see Attachment No. 3) with the Chief Probation Officer as administrator. This program, recommended in the 1962 report, should be staffed and implemented to the greatest possible extent.

The law permits committed prisoners to engage in regular employment and spend their off-duty hours in custody. The program has been adopted by a number of other counties, with success and financial benefit. The prisoner is required to pay a daily maintenance charge and, in addition, the furlough administrator arranges for family support, payment of bills, fines and restitution, and care for the personal needs of the inmate. In counties participating, welfare assistance, particularly Aid to Needy Children, for the families of inmates confined, has been reduced materially.

The 1965 Legislature also added Section 2910 of the Penal Code, (see Attachment No. 4) which permits the Director of Corrections to transfer state prison inmates to local detention facilities under a contractural arrangement to participate in the local jail programs, including the work furlough. This law is now being activated in at least three counties. It is intended to permit inmates to maintain family contacts, regular employment and self-support.

County Parole: The 1962 report, urged that the use of county parole be expanded. In the fifty-seven months proceeding the report, 196 prisoners were released on parole.

That is an average of 3.44 per month. Paroles granted to inmates since the 1962 report have not increased. To be effective, a parole system must also provide adequate post-release supervision.

Post Release: Encouragement should be given to a strong post release program. Discharged inmates should not be cast into the streets without home, employment, substantial friends and with a release "gratuity" of only fifteen cents. In this area, public and private assistance is required.

Some service is performed by the Northern California Service League and by the Salvation Army. Notable is the latter organization's opening of a "half-way house" type of facility in the old Southern Precinct Station. However, its capacity is only thirty and it is confined to alcoholics. No other change in release procedures has occured since the 1962 report, in which the program was given extensive attention.

Citizens Advisory Committees: A Citizens Advisory Committee for Adult Detention does not exist in San Francisco. It is recommended that one be considered. Such a committee can do much to interest the community in present procedures and new approaches to the detention and can help develop constructive programming for the detention facilities.

Community resources, when mobilized in a concerted effort with county officials, can be of tremendous assistance in acquainting the public with the jail problem, assisting released inmates in finding employment, locating suitable living quarters and encouraging them to develop wholesome leisure time activities. Improvement or elimination of unfavorable community conditions and other programs to curb delinquency realistically tends to combat the overall problem under consideration. Service clubs and the community as a whole can be tapped for valuable resources.

Sections 4300 - 4305 of the California Penal Code relate to Advisory Committees for Adult Detention Facilities. (See Attachment No. 2).

Implementation: Implementation of the recommended program requires both additional space and increased staff.

Program Space: Space for conducting of treatment programs is a serious problem at present. With remodeling of the first floor at San Bruno, as discussed on Page 14 of this report, needed space would become available.

Treatment Staff: Employment of the following additional personnel is recommended:

a. Employment of a full-time Program Services Coordinator, to be in the Department of the Sheriff.

b. Employment of one full-time Rehabilitation Officer, to be in the Department of the Sheriff.

c. Employment of one full-time Stenographer to be in the Department of the Sheriff.

d. In addition, assignment of two Deputy Probation Officers full time to County Jail Services is recommended.

JUSTIFICATION: (New Treatment Positions)

A. Program Services Coordinator: Presently one government agency and two community organizations provide program service to the County Jails of San Francisco. Two additional government agencies should be brought into a more active role in the program team, the Adult Probation Department, and the Department of the Sheriff. To provide maximum treatment utility and prevent duplication of service, a Program Coordinator should be employed. This should be a supervisory position responsible to the Chief Deputy at San Bruno and coordinated with the Chief Deputy at the Hall of Justice. Its placement in the Department of the Sheriff is proposed in order to be compatible with the Sheriff's responsibility for custody and care of County Jail inmates.

In addition to the supervisory and program responsibilities, this position should be used to recruit greater community interest in and participation in county jail programs. Employers, labor leaders and clergy, should be enlisted in the County Jail Programs to serve as advisors, consultants, and helpers in providing strengthened institutional and post-release service to inmates.

The position of Program Services Coordinator also should be responsible for training of and staff development of program services-assigned employees, and would be responsible for training custodial employees in a vigorous program services orientation.

Custodial positions have the on-going contact with the inmate, and hence the opportunity for greatest impact. With the employment of additional custody positions (recommended elsewhere in this study), it will be possible to make custody an important part of the program team.

B. Rehabilitation Officer: A "Rehabilitation Officer" should be employed in the Department of the Sheriff and report directly to the Program Services Coordinator. This position would be responsible for admittance orientation of each inmate, and would conduct a pre-release program for each person scheduled for release.

This position, as required, will work with outside groups, committees, organizations, and individuals who will be contributing their special talents and services to the County Jail Program.

In addition, he will be utilized in improving the already existing services at the County Jail and developing the other recommended programs. These areas include, but are not limited to: academic instruction, library, recreation, personal hygiene and work program.

C. Stenographer: Coordination of record keeping, typing, telephone reception, and related office duties require at least one full-time position. This position will be necessary if the treatment program is to be effective.

D. Deputy Probation Officers: Two positions should be assigned to County Jail services exclusively. There are presently approximately 100 inmates serving County Jail sentences as a condition of probation. These probationers are those persons designated by the Courts as most likely to respond to a program of care and treatment.

Two positions would permit caseloads of approximately 50 each, which would permit an intensive program of counseling and field service to confined probationers. It is possible that the County could receive State subsidy to pay the cost of this program. (Article 7, Section 1820 through 1827, Welfare and Institutions Code).

> "From any state moneys made available to it for such purpose, the State of California, through the Department of Youth Authority, shall, in accordance with this article, share in the cost of supervising probationers who could otherwise be committed to the custody of the Director of the Youth Authority or, pursuant to criminal commitment, to the custody of the Director of Corrections, and who are in 'special supervision programs.'
>
> "A 'special supervision program' is one embodying a degree of supervision substantially above the usual or the use of new techniques in addition to, or instead of, routine supervision techniques, and which meets the standards prescribed pursuant to this section. Such standards shall be sufficiently flexible to foster the development of new and improved supervision practices."

and the California Peace Officer Standards and Training Commission offer numerous courses which would benefit staff. While such a program is being developed, jail personnel should be required to take the U.S. Bureau of Prisons correspondence course in jail operation and procedures.

While the Sheriff and his staff, as well as the head of the Police Department's Narcotics Division reported no significant narcotics incidents in the County Jail system, an awareness of possible dangers should be constantly in mind. The present coordination between the Sheriff and the Police in exchange of information and the symposium established by the Narcotics Division to instruct Sheriff's staff in recognition of narcotics, methods of search and handling of narcotic addicts should continue.

Recommendations concerning the staffing were discussed earlier in this report. The acute shortage of manpower makes it extremely difficult to provide time for scheduled and mandatory training of staff.

At present a new Deputy must rely on an experienced man to provide "on-the-job" direction of duties and responsibilities. A person manning a post or position does not have adequate time to assist in the training of another and may need training himself. An untrained Deputy thus often faces a variety of responsibilities and possible emergencies in which an inappropriate response could contribute to numerous problems--escapes, riots, attacks and related problems.

Rules and regulations for all personnel should be printed in easily understood language and provided to all concerned.

PART VII

FOOD SERVICES - CLOTHING - BEDDING

RECOMMENDATION VII: That standards required in Board of Corrections' "Minimum Jail Standards" relative to food, clothing and bedding be applied.

INMATE FEEDING PROGRAM

1. "Minimum Jail Standards" should be reviewed and applied by food service staff of all jails and:

(a) A ration allotment developed and used.

(b) Planned menus published and followed.

(c) A system of food accounting developed at all jails.

(d) Food purchased by specification.

2. Equipment and physical plant at San Bruno revised to meet needs.

STAFFING SUPPLEMENTED TO MEET NEEDS

1. Feeding is probably the most sensitive area in jail management and administration should always be alert to make certain the mandatory minimum standards are met.

The procedure used to determine quantities of food appears ambiguous and requires improvement. All staff members and particularly the staff assigned to food services should review the food chapter (Attachment No. 5) of the "Minimum Jail Standards", and where the program does not meet the standards, necessary administrative action should be taken to correct deficiencies. Department of Corrections staff is available on a consulting basis.

(a) Attachment No. 6 is the chart of those foods necessary to meet minimum standards. The chart is self-explanatory and can be used to develop a quantity ration. Such a standard probably can be financed out of current money allowed for jail feeding.

A ration should include:

(1) Food at market price on date of request.

(2) Provision to adjust for price increase or decrease.

(3) Population to be fed.

(4) Number of employees to be fed and the ration which will be allowed for their feeding.

(5) Funds for materials other than food (such as soap, brooms, paper and dishes).

(6) Provisions for purchasing locally produced stores and the methods used in funding such items (vegetables from the farm, and eggs from the poultry ranch).

(b) Menu development should be made in accordance with the ration recalculations and not by the present methods of using the food available.

(c) To assure a more accurate account of foods made available and how they are being used, an accounting system as specified in the "Minimum Jail Standards" should be adopted by the administration and made available to the operating staff of the food services sections.

(d) To assure a quality and uniform control of foods available, it is important they be purchased according to established specifications.

2. With the exception of the type of dishes or trays being used, the downtown unit appears to be adequate. Both equipment and plant at San Bruno have many deficiencies. One of the most important is that there is no dining room where the trusties can eat. They are presently eating in the kitchen area, leading to confusion and loss of control of food. Trusties should be fed outside the kitchen.

Central Feeding: Administratively it is the practice to place all of the inmates except trusties in their cells for count while they are being fed. A much more satisfactory operation would be provided if inmates were permitted central feeding.

In the most modern correctional thinking, central dining rooms are a "must". If the first floor area is discontinued as a warehouse, space would be available there for a central dining room as well as the other functions in the treatment program discussed earlier in this report.

An alternate would be the installation of tables in the corridor in the various tiers. These tables also would be of great benefit

available in economical quantities as they can be diluted by adding water. It is a very effective fungicide and germicide, with a high phenol co-efficient.

The mixture may be kept at each bedding exchange station. When an inmate is released from his particular cell block or housing area, his mattress should be withdrawn and sponged off with the solution, using a plastic sponge. Care should be taken to see that the liquid penetrates seams and cracks. The mattress can then be stored for re-issue to the next inmate.

At San Bruno two clean blankets are issued each inmate; one normally is used to cover a mattress. During cold weather, the second blanket is insufficient for warmth.

TABLE OF ATTACHMENTS

Grand Jury Letter Requesting Study . . . . . No. 1

Sheriff's Letter Requesting Study . . . . . No. 1-A

Sections 4300-4305 of the Penal Code
(Advisory Committee on Adult Detention Facilities). . No. 2

Section 1208 of the Penal Code
(Cobey Work Furlough Law) . . . . . No. 3

Section 2910 of the Penal Code
(Transfer of State Prisoners to Local Facilities) . . No. 4

Minimum Jail Standards
(Food - Clothing - Bedding) . . . . . No. 5

Chart of Foods Necessary to Meet Minimum Jail
Standards . . . . . No. 6

Requirements for Full Operation and Schedule of
Assignments . . . . . No. 7

CITY AND COUNTY OF SAN FRANCISCO
GRAND JURY

OFFICE
M 469, CITY HALL
HONE UNDERHILL 1-8552

June 27, 1966

Mr.Richard A. McGee, Chairman,
State Board of Corrections,
State Office Building,
Sacramento, California.

Dear Mr. McGee:

On October 22, 1962 you forwarded to the San Francisco Grand Jury a study of the County Jails of San Francisco. This is a very instructive report and as you know contains a number of recommendations for the betterment of conditions in these jails.

We would appreciate it if you would arrange to furnish us with a follow-up report for 1966 and include therein which of your recommendations were carried out and which were not followed; as well as, any suggestions about conditions which may have developed since your 1962 report.

Please call on us for any information or assistance that might aid you in this study.

Yours very truly,

Horace W. Seaman, Foreman

HWS:S

cc: Sidney Kessler, Chairman
Director Walter Dunbar
Ralph A. Sheehan, Statistician.

MEMO - 7/1/66.

Attachment No. 1

OFFICE OF
THE SHERIFF

TTHEW C. CARBERRY, Sheriff
RANCIS J. SMITH, Undersheriff

July 1, 1966

Room 333, City Hall
SAN FRANCISCO, 94102
CALIFORNIA

Richard A. McGee, Chairman
State Board of Corrections
State Office Building No. 1
Sacramento, California, 95814

Dear Mr. McGee:

In October of 1962 you and the Board of Corrections were kind enough to prepare for us a study of the County Jails in San Francisco. Copies of this report were made available to our Grand Jury and to myself.

The report was comprehensive and objective and I consider it a very valuable report. It was my pleasure to acknowledge this at the time of receipt. This report was useful in convincing the Mayor and the Board of Supervisors of the need to approve the addition of eleven employments in our downtown maximum security jail in 1962 and 1963. This relieved our San Bruno jail of an excess population of 150 daily and reduced the tensions of over-crowding. The improvements in our operation in moving all pre-sentenced felons downtown have been noticeable and most effective.

Confirming my telephone conversation with you, I am requesting that you provide staff to re-examine our San Francisco County Jails with the purpose of bringing your 1962 report up to date. In the 1966-67 budget for the operation of my County Jails, certain employments were requested, but the requests were denied under our budget-setting procedure. I have been particularly concerned over the need for five additional jailers and two rehabilitation counselors. I believe that your professional evaluation of this problem would lend weight to my renewed request.

I would appreciate your giving this matter your earliest attention. With best personal regards, I remain,

Sincerely yours,

Matthew C. Carberry

Matthew C. Carberry
Sheriff

MCC/to

Attachment No. 1-A

ADVISORY COMMITTEES FOR ADULT DETENTION FACILITIES

Section 4300 Penal Code.

The board of supervisors may establish in each county a county advisory committee on adult detention.

4301. There shall be six members of the committee. Two shall be appointed by the board of supervisors; two by the sheriff; and two by the presiding or senior judge of the superior court. Of the two members appointed by the judge of the superior court, one shall be a member of the State Bar.

4302. The members of the committee shall hold office for four years, and until their successors are appointed and qualify. Of those first appointed by the sheriff, superior court judge, and the board of supervisors, one shall hold office for two years, and one for four years; and the respective terms of the members first appointed shall be determined by lot as soon as possible after their appointment. When a vacancy occurs in the committee by expiration of the term of office of any members thereof, his successor shall be appointed to hold office for a term of four years. When a vacancy occurs for any reason, the appointee shall hold office for the unexpired term of his predecessor.

4303. Members of the committee shall serve without compensation but shall be allowed their reasonable expenses as approved by the presiding or senior judge of the superior court. Such expenses shall be a charge upon the county in which the court has jurisdiction, and shall be paid out of the county treasury upon a written order of the judge of the superior court directing the county auditor to draw his warrant upon the county treasurer for the specified amount of such expenses. All orders by the superior court judge upon the county treasurer shall be filed in duplicate with the county board of supervisors and sheriff.

4304. The committee shall file a report within 90 days after the thirty-first day of December of the calendar year for which such report is made, copies of which shall be filed with the county board of supervisors, the presiding or senior judge, the sheriff, the Board of Corrections, and the Attorney General.

4305. The committee shall annually inspect the city and county adult detention facilities. Such inspection shall be concerned with the conditions of inmate employment, detention, care, custody, training, and treatment on the basis of, but not limited to, the minimum standards established by the Board of Corrections. A report of such visitations together with pertinent recommendations shall be annually filed in accordance with the provisions of Section 4304 of this code.

COBEY WORK FURLOUGH LAW

Section 1208 Penal Code.

(a) The provisions of this section shall be operative in any county in which the board of supervisors by ordinance finds, on the basis of employment conditions, the state of the county jail facilities, and other pertinent circumstances, that the operation of this section in that county is feasible. In such ordinance the board shall prescribe whether the sheriff, the probation officer, or the superintendent of a county industrial farm or industrial road camp in the county shall perform the functions of the work furlough administrator. The board of supervisors may also terminate the operativeness of the section in the county if it finds by ordinance that, because of changed circumstances, the operation of this section in that county is no longer feasible.

(b) When a person is convicted of a misdemeanor and sentenced to the county jail, or is imprisoned therein for nonpayment of a fine, for contempt, or as a condition of probation for any criminal offense, the work furlough administrator may, if he concludes that such person is a fit subject therefor, direct that such person be permitted to continue in his regular employment, if that is compatible with the requirements of subdivision (d), or may authorize the person to secure employment for himself in the county, unless the court at the time of sentencing has ordered that such person not be granted work furlough.

(c) If the work furlough administrator so directs that the prisoner be permitted to continue in his regular employment, the administrator shall arrange for a continuation of such employment so far as possible without interruption. If the prisoner does not have regular employment, and the administrator has authorized the prisoner to secure employment for himself, the prisoner may do so, and the administrator may assist him in doing so. Any employment so secured must be suitable for the prisoner. Such employment must be at a wage at least as high as the prevailing wage for similar work in the area where the work is performed and in accordance with the prevailing working conditions in such area. In no event may any such employment be permitted where there is a labor dispute in the establishment in which the prisoner is, or is to be, employed.

[illegible]

(a) [illegible]

(b) [illegible]

(c) [illegible]

(d) [illegible]

(e) [illegible]

(f) [illegible]

(g) [illegible]

(d) Whenever the prisoner is not employed and between the hours or periods of employment, he shall be confined in the jail unless the court directs otherwise.

(e) The earnings of the prisoner shall be collected by the work furlough administrator, and it shall be the duty of the prisoner's employer to transmit such wages to the administrator at the latter's request. Earnings levied upon pursuant to writ of attachment or execution or in other lawful manner shall not be transmitted to the administrator. If the administrator has requested transmittal of earnings prior to levy, such request shall have priority. In a case in which the functions of the administrator are performed by a sheriff, and such sheriff receives a writ of attachment or execution for the earnings of a prisoner subject to this section but has not yet requested transmittal of the prisoner's earnings pursuant to this section, he shall first levy on the earnings pursuant to the writ. When an employer transmits such earnings to the administrator pursuant to this subdivision, he shall have no liability to the prisoner for such earnings. From such earnings the administrator shall pay the prisoner's board and personal expenses, both inside and outside the jail, and shall deduct so much of the cost of administration of this section as is allocable to such prisoner, and, in an amount determined by the administrator, shall pay the support of the prisoner's dependents, if any. If sufficient funds are available after making the foregoing payments, the administrator may, with the consent of the prisoner, pay, in whole or in part, the pre-existing debts of the prisoner. Any balance shall be retained until the prisoner's discharge and thereupon shall be paid to him.

(f) The prisoner shall be eligible for time credits pursuant to Sections 4018, 4019 and 4019.2.

(g) In the event the prisoner violates the conditions laid down for his conduct, custody, or employment, the work furlough administrator may order the balance of the prisoner's sentence to be spent in actual confinement.

(h) Willful failure of the prisoner to return to the place of confinement not later than the expiration of any period during which he is authorized to be away from the place of confinement pursuant to this section is punishable as provided in Section 4532 of the Penal Code.

(i) This section shall be known and may be cited as the "Cobey Work Furlough Law".

TRANSFER OF STATE PRISONERS TO COUNTY DETENTION FACILITY

Section 2910 Penal Code.

(a) The Director of Corrections may enter into an agreement with a city, county, or city and county, to permit transfer of prisoners in the custody of the Director of Corrections to a jail, or other adult correctional facility of such city, county, or city and county, if the sheriff or corresponding official having jurisdiction over such facility has consented thereto. Such agreement shall provide for contribution to such city, county, or city and county toward payment of costs incurred with reference to such transferred prisoners.

(b) When an agreement entered into pursuant to subdivision (a) is in effect with respect to a particular local facility, the Director of Corrections may, with consent of the Adult Authority in the case of male prisoners, and with consent of the Women's Board of Terms and Paroles of the California Institution for Women in the case of female prisoners, transfer prisoners to such facility.

(c) Prisoners so transferred to a local facility may, with approval of the Director of Corrections, participate in programs of the facility, including work furlough rehabilitation programs. Prisoners so transferred remain in the constructive custody of the director but are subject to the rules and regulations of the facility in which they are confined.

PART II

FOOD, CLOTHING, BEDDING AND LINEN

The Standards for Food, Clothing, Bedding and Linen set forth in Part II of this publication have been adopted by the Board of Corrections under the provisions of the California Administrative Code and thereby are made mandatory.

The mandatory standards, which have been filed with the Secretary of State, are printed in italics. All other material in Part II is explanatory or auxiliary.

The filed standards comprise Article 1 (Food), Article 2 (Clothing) and Article 3 (Bedding and Linen) of Subchapter 4, Chapter 1, Title 15, California Administrative Code. They implement Section 4015, California Penal Code.

CHAPTER XX

FOOD

It is considered sound treatment and good custodial practice to supply nutritionally adequate diets for all persons confined in jail, irrespective of status.

Usually, an inmate is not especially interested in the nutritive value of the food. He is concerned rather with its quantity, taste appeal and variety. It is possible for a diet to be nutritionally adequate and yet be unpalatable and monotonous.

Attention to making food appetizing as well as nutritious is justified not only for its healthful effect but also in terms of simplifying the management problem. In a jail the meals are the high points of an otherwise monotonous day and they assume an exaggerated importance in the minds of prisoners.

Good food, well served, is perhaps the most important factor in maintaining discipline and reasonable conduct among inmates. Conversely, insufficient, monotonous, or unpalatable food is a constant source of resentment and discontent which may at any time break into open violence.

The minimum standards for food as described herein are a mandatory requirement of Penal Code Section 4015, and a legal charge against the city or county.

ESSENTIAL ELEMENTS

1. The "Basic Food Groups" shall be used in establishing a minimum basic food ration for prisoners.
2. Pattern menus shall be prepared one month in advance of their use where kitchen facilities are part of the jail.
3. Minimum calorie requirements for prisoners shall be maintained as set forth in this publication.
4. A qualified staff food management person capable of menu planning, kitchen supervision, directing food preparation and serving, and conducting food training programs shall be employed when the daily average population exceeds one hundred inmates.
5. Eating utensils and flatware of a quality which can be properly washed and sanitized shall be provided. Utensils shall be replaced when they become chipped, cracked, stained or otherwise mutilated.
6. Adequate feeding space shall be provided.
7. Food storage shall be of sufficient capacity and quality to insure against food spoilage.
8. Food for inmates under punishment shall meet the minimum requirements set forth in this publication.
9. A food expenditures cost accounting system shall be established.

ANALYSIS OF ESSENTIAL ELEMENTS

CALIFORNIA ADMINISTRATIVE CODE

Title 15. Penology and Corrections

CHAPTER 1. BOARD OF CORRECTIONS

Subchapter 4. Board of Corrections

Article 1. FOOD

1. *Section 1000. BASIC FOOD GROUPS. The "Basic Food Groups" shall be used in establishing a minimum basic food ration for prisoners. A minimum basic food ration, which supplies the fundamental elements of good nutrition, shall include selections from all of the following seven basic food groups in the meals of each day:*

   Group 1—Green and yellow vegetables—raw, cooked, frozen or canned.
   Group 2—Citrus fruits and tomatoes, raw cabbage, or salad greens.
   Group 3—Potatoes, root vegetables, and fruit, other than citrus.
   Group 4—Milk and milk products, fluid, evaporated, or dried milk or cheese.
   Group 5—Meat, poultry, fish or eggs, supplemented by dried beans, peas, nuts, or peanut butter.
   Group 6—Cereals—natural, whole grain enriched.
   Group 7—Butter, fortified margarine or oil.

Additional information on this subject can be obtained by securing the latest revision of "Recommended Dietary Allowances of Food Nutrition Board"—National Academy of Sciences, National Research Council, Washington, D.C.

2. *Section 1001. PATTERN MENUS. Pattern menus shall be prepared one month in advance of their use where kitchen facilities are part of the jail.*

Pattern menus, planned in advance and approved by the jail administrator, will allow for quantity purchasing of some items. Repetition of identical menus not only will make provision of necessary basic nutritional values difficult, but will cause unrest among the inmates. If, for any reason, three meals are not served daily, it is important that an equivalent amount of food be supplied in two meals, with serving times spread to prevent an unduly long period without food.

The following is a general example of how food from all the basic groups might be incorporated in a day's menu:

Morning Foods—

Cereal with whole milk and sugar.

Fruit or fruit juice, fruit may be either fresh, canned, or stewed; or, an inexpensive juice, such as grapefruit juice, will satisfy this dietary need as well as a more costly, solid fruit.

Bread in some form, with butter or fortified margarine; toast, muffins, biscuits, corn bread, hot cakes, sweet rolls, etc.

Eggs, at least four per week; may be omitted at breakfast if served at another meal.

Bacon, ham, side meat, etc., or other meat dish may be served occasionally in order to provide a more palatable, varied diet.

Mid-Day Foods—

Green or yellow vegetables or tomatoes; one other vegetable or a nutritious vegetable soup.

Bread in some form, with butter or fortified margarine.

Beverage.

The mid-day meal for prisoners doing hard physical labor should include meat or other protein-rich foods.

Evening Foods—

Meat, poultry, or fish, not less than twice weekly. Other protein food such as eggs, cheese, dried beans or peas, may be substituted.

Green or yellow vegetables or tomatoes, cabbage, spinach, and other greens, carrots, green peas, green beans, corn, sweet potatoes, etc.; serve some raw.

Bread in some form with butter or fortified margarine.

Dessert, bread pudding, rice pudding, custard, fruit, etc.

Beverage, at least a pint of milk per day per person shall either be served as a beverage or used in cooking.

3. *Section 1002. MINIMUM CALORIE REQUIREMENTS.*

(a) *Minimum calorie requirements for prisoners shall be maintained as set forth in this article.*

(b) *The listed food groups shall be served in quantities sufficient to supply each idle inmate with an average of 2,500 calories per day. For inmates performing hard physical labor, the calorie content shall increase to approximately 3,600 calories per day. These calorie values are based on standards recommended by the Food Nutrition Board of the National Research Council.*

(c) *Protein, vitamin and mineral needs for youth and pregnant women are higher than for adults. These shall be supplied through larger servings of food groups 1, 2, 4, and 5.*

These calorie values are based on standards recommended by the Food Nutrition Board of the National Research Council. If further advice is desired upon the feeding problem, including the adequacy of diets, assistance in this regard may be obtained from the Food Administrator of the State Department of Corrections, Sacramento, California.

4. *Section 1003. QUALIFIED FOOD MANAGER. A qualified staff food management person capable of menu planning, kitchen supervision, directing food preparation and serving and conducting food training programs, shall be employed when the daily average population exceeds one hundred inmates.*

The importance of qualified employee supervision in food preparation cannot be over-emphasized. Excellent kitchen facilities and food supplies are important, but it is the cook who produces an appetizing meal from the materials at hand. It is, therefore, highly desirable that a well-qualified, experienced cook be employed to supervise the kitchen, plan the menus, and direct the preparation and serving of the food. Haphazard preparation by inexperienced, unsupervised inmates will result in unpalatable meals and unnecessary waste of food.

Good food management suggests that a quantity cookbook be made available for use in preparing foods, that careful attention be given to the seasoning of foods, and that all foods are sampled before serving to insure proper flavor. Coffee, tea, milk, or a similar beverage are to be served with each meal.

One of the most important factors in food preparation is that of cleanliness, with floors, walls, windows, woodwork, and all items of kitchen equipment kept spotlessly clean and free of grease and dirt. The California Restaurant Act requires that kitchen utensils and prisoners' eating utensils shall be washed with soap and scalded in boiling water or put through a steam sterilizer after each meal.

5. *Section 1004. EATING UTENSILS. Eating utensils and flatware of a quality which can be properly washed and sanitized shall be provided. Utensils shall be replaced when they become chipped, cracked, stained or otherwise mutilated.*

Meals which are well planned, and appetizing when prepared, can be made unpalatable by the manner of serving. The type of eating utensils has much to do with the attractiveness of the meal. Stainless steel eating utensils are considered highly desirable. These utensils are easily cleaned, unbreakable and not subject to chipping or corrosion. Compartment type food trays or pans to keep foods separated and bowls for soups, cereals, and desserts, and cups for beverages are desirable. The practice of removing all individual eating utensils to the central kitchen for washing is recommended, rather than allowing inmates to wash their own eating utensils in living areas.

It is very important that food be kept hot until it reaches the inmate. If the kitchen is located some distance from the inmate quarters, this may be accomplished by the use of food carts which may be loaded with food pots and inmate eating utensils and taken directly to eating areas. Apportioning of food by inmates under the supervision of jail employees will eliminate favoritism and minimize careless methods of service.

6. *Section 1005. ADEQUATE FEEDING SPACE. Adequate feeding space shall be provided. In initial planning for new construction or remodeling of existing facilities, provision shall be made for central feeding as well as segregated feeding. No cell feeding shall be done except in cases of inmates who are under punishment, in maximum security or another reason exists which precludes their removal*

to a central dining area or dayroom. In planning new installations, careful study shall be given to future needs and possible expansion. In designing food preparation and service areas, careful consideration shall be given to the allocation of space as recommended in the following table:

Areas	Number of Inmates				
	100	200	400	600	1,000
Kitchen	400	600	900	1,500	2,400
Storage	180	320	480	640	1,000
Platform and receiving	90	100	130	160	200
Maintenance:					
Garbage and trash	42	56	80	100	140
Cleaning area	30	40	48	60	70
Wash rooms	80	100	130	160	200
Office	48	80	100	120	140
Dining room (for central feeding)	750	1,300	2,400	3,600	6,000
Serving	100	140	280	320	360
Dishwashing	60	120	160	200	240
Total (square feet)	1,780	2,856	4,708	6,860	10,752
Number of seats	50	100	200	300	500
Number of seatings	2	2	2	2	2
Number of serving lines	1	1	2	2	2

7. *Section 1006. FOOD STORAGE.*

(a) *Food storage shall be of sufficient capacity and quality to insure against food spoilage.*

(b) *Careful attention shall be given to proper refrigeration of meats and other perishable items. Leftovers which might be used at subsequent meals shall be spread out in a shallow pan and allowed to stand until cooled before being placed in the refrigerator. The refrigerator shall be cleaned daily, and leftovers shall not be kept more than one day.*

(c) *Waste from the kitchen and dining room shall be kept in tightly covered receptacles and disposed of promptly.*

(d) *The food storeroom shall be dry, light, well-ventilated, free from vermin, and spotlessly clean. Food supplies shall be stored in an orderly manner and protected from dust and dirt. Insecticides and other poisonous materials shall never be stored near food. Food storage by inmates in their living quarters shall not be allowed.*

(e) *In those jails where it is necessary to purchase meals for inmates from an outside agency a contract shall be carefully drawn to meet standards of service. Such contracts shall insure conformance with the minimum standards set forth in this document.*

8. *Section 1007. INMATES UNDER PUNISHMENT. Food for inmates under punishment shall meet the minimum requirements set forth in this article. Whenever it becomes necessary to temporarily isolate certain inmates due to disorderly conduct or violation of official rules of the jail, such inmates shall be given at least two meals in each 24-hour period, consisting of the regular jail ration approximating 2,400 calories per day. Such diet has been determined to be sufficient to maintain full health and vigor in a person so confined. Inmates undergoing disciplinary isolation, who persist in wasting food or in otherwise being disorderly, may be given a special punishment diet, consisting of no less than four slices of bread and 12 ounces of liquid skim milk, served twice within each 24-hour period. This diet shall not be continued for over three days without return to a normal ration.*

9. *Section 1008. FOOD COST ACCOUNTING. A food expenditure cost accounting system shall be established.*

Periodic audits are thereby made possible. A good jail administrator does not allow extra food allowances for special prisoners. Any system of feeding jail prisoners which allows the Sheriff, the Jailer, or any public official to make a profit on any food operation is prohibited by law.

CHAPTER XXI

CLOTHING

Whenever large numbers of people congregate in confined areas, sanitation becomes a problem. Bodily cleanliness, control of vermin and other pests are of paramount importance if people are to remain healthy and free from disease. This is especially true in the management of jails.

Persons from all walks of life and all strata of society are crowded together with little possibility of isolating the foul from the clean and the sick from the well immediately upon their admission to the jail. These factors dictate that every precaution be taken to keep the institution clean and sanitary and to prevent the entrance of vermin and disease.

The minimum standards for clothing as described herein are a mandatory requirement of Penal Code Section 4015, and a legal charge against the city or county.

ESSENTIAL ELEMENTS

1. Standard jail clothing shall be issued to all prisoners held over 48 hours.
2. Storage space shall be provided for inmate personal clothing.
3. Storage space shall be provided for inmate jail clothing.
4. Laundry facilities and/or local vendor contract shall be maintained to provide sanitary conditions in the jail at all times.

ANALYSIS OF ESSENTIAL ELEMENTS

California Administrative Code

Title 15. Penology and Corrections

CHAPTER 1. BOARD OF CORRECTIONS

Subchapter 4. Board of Corrections

Article 2. CLOTHING

1. Section 1200. STANDARD JAIL CLOTHING. Standard jail clothing shall be issued to all prisoners held over 48 hours. A standard issue for male prisoners shall consist of clean sox, undergarments and suitable outer garments. The standard issue for female prisoners shall consist of clean undergarments, sox and suitable outer garments (dresses perferred). Jail clothing shall be exchanged at least once each week.

Clothing issues to inmates need to be at intervals frequent enough to accomplish the objective of personal cleanliness and not less than

once weekly. This interval will necessarily vary depending on bath frequency and type of work performed in the case of the working inmate. Other benefits of issuing clothing to inmates are the prevention of escapes and the prevention of gambling and trafficking in clothing among inmates.

Good management suggests all inmates be issued clothing before they are integrated with the jail population.

Clothing items may be of inexpensive but serviceable material, readily washable, but adequate for the needs of seasonal comfort, health and protection. Working inmates obviously need special clothing appropriate for their occupation. Generally, inmates may keep their own shoes if precautions are taken to examine them for contraband. Some institutions find that the issue of "Zories" or thong-type sandals is a practical solution for the non-working inmate. These are inexpensive, washable and a few sizes will suffice to fit the entire jail population.

2. *Section 1201. INMATE PERSONAL CLOTHING. Storage space shall be provided for inmate personal clothing. An allowance of two cubic feet of space per inmate shall be provided for this function. (This space allowance excludes shelving, bins, baskets, etc. Additional area is required for these items.) The location shall be in close proximity to the receiving and releasing unit of the jail. Responsibility for control of this area shall be placed with the senior officer of each watch. Inmates shall not be permitted access to this area, except under direct supervision.*

3. *Section 1202. INMATE JAIL CLOTHING. Storage space shall be provided for inmate jail clothing. Storage area for these items can be combined with bed linen storage. In this case, an allowance of three cubic feet of space per inmate shall be provided. (Again, this space allowance excludes shelving, bins, baskets, etc. Additional area is required for these items.) Strict administrative control shall be maintained to prohibit inmate abuse of supplies.*

4. *Section 1203. LAUNDRY FACILITIES. Laundry facilities and/or local vendor contract shall be maintained to provide sanitary conditions in the jail at all times. The component parts of a laundry processing area consist of: space for soiled clothing storage, washer, extractor, drier, clean laundry storage, and laundry supplies storage (soaps, bleaches, etc.). All the basic elements of a laundry are essential regardless of the size of the jail for which it is designed. Size of equipment and area required can be based on twenty (20) pounds of wash per inmate per week. Expert advice is recommended for layout and design.*

The laundry provides a good work program for inmates. Well established administrative procedures and personnel supervision are essential to efficient operation.

CHAPTER XXII

BEDDING AND LINEN

The enforcement of bedding standards by jail administrators is of vital importance. Problems in this area may be amplified by limited facilities within the inmate areas for prisoners to properly clean their own bedding. If bedding is permitted to become filthy or to become contaminated with vermin, or if clean bedding is not issued to incoming inmates, problems of discipline and lowered morale will be in evidence. Such negative practices also can cause the spread of disease.

Generally speaking, bedding materials constitute the greatest fire hazard in any jail. Mattress fires, either of accidental or deliberate origin, are not uncommon in institutions. Developments in the area of synthetic materials, which do not support combustion, such as polyurethane covered with a plasticized ticking, may be a solution to the general problem.

The minimum standards for bedding as described herein are a mandatory requirement of Penal Code Section 4015, and a legal charge against the city or county.

ESSENTIAL ELEMENTS

1. Standard jail bedding shall be issued to all prisoners with exception of those confined to drunk tanks and isolation cells.
2. Mattresses shall be vermin free and clean before re-issue.
3. Adequate space shall be provided to store jail mattresses.
4. Adequate space shall be provided to store jail linen.
5. Adequate laundry facilities, and/or local vendor contract, shall be maintained to provide sanitary conditions in the jail at all times.

ANALYSIS OF ESSENTIAL ELEMENTS

Title 15. Penology and Corrections

CHAPTER 1. BOARD OF CORRECTIONS

Subchapter 4. Board of Corrections

Article 3. Bedding and Linen

1. *Section 1500. STANDARD JAIL BEDDING AND LINEN. Standard jail bedding shall be issued to all prisoners with exception of those confined to drunk tanks and isolation cells. The standard issue consists of a mattress, two clean sheets or a clean mattress cover, or an acceptable plasticized mattress, a clean towel and sufficient clean blankets to provide comfort under existing temperature conditions. The number of blankets vary with geographical locations, seasons of the year and temperature conditions maintained in the physi-*

cal plant. Bedding items shall not only be issued in a clean condition, but washable items such as mattress covers, towels, sheets, etc., shall be exchanged on a weekly basis. Blankets shall be laundered at least every three months or oftener, if necessary, to maintain a satisfactory state of cleanliness.

Discussions with medical authorities indicate that there is no real need for a pillow from a health standpoint. However, some administrators feel this to be desirable from the standpoint of inmate morale.

2. *Section 1501. MATTRESSES. Mattresses shall be verminfree and clean before re-issue. A clean mattress shall be issued to each prisoner received at the jail who is assigned to a regular cell area (excluding drunk tanks and isolation cells). When a mattress is returned by a prisoner, it shall be inspected for cleanliness before it is reused.*

Mattresses present one of the most difficult problems in a jail sanitation program. It may be necessary at times to sleep prisoners on the floor during periods of overcrowding. In such cases additional sanitary measures are required, such as more frequent changing of mattress covers if plasticized ticking is not used and procedures to minimize inmates from walking or eating on them during their waking hours. The problem of enuresis requires the enclosing of all mattresses in plasticized coverings.

3. *Section 1502. MATTRESS STORAGE. Adequate space shall be provided to store jail mattresses. A standard jail mattress is 4" x 30" x 76" in size. Sufficient area shall be provided on the basis of 5.25 cubic feet per mattress, exclusive of walking area. Twenty-five percent of bed capacity shall determine minimum space requirements.*

4. *Section 1503. JAIL LINEN STORAGE. Adequate space shall be provided to store jail linen. Jail linen and blankets normally require one cubic foot of storage space per inmate. Since these items are exchanged on a weekly basis, space shall be allotted on the basis of the full bed capacity of the institution. Jail linen and jail clothing are frequently stored together. In this case, three cubic feet of space should be allowed per inmate (exclusive of shelving, bins, baskets, etc.).*

5. *Section 1504. LAUNDRY FACILITIES. Adequate laundry facilities, and/or local vendor contract, shall be maintained to provide sanitary conditions in the jail at all times. The component parts of a laundry processing area, extracting area, drying area, clean laundry storage area and laundry supplies storage area (soaps, bleaches, etc.). All the basic elements of a laundry are essential regardless of the size of the jail for which it is designed. Size of equipment and area required can be based on twenty (20) pounds of wash per inmate per week. Expert advice is recommended for layout and design.*

The laundry provides a good work program for inmates. Well established administrative procedures and personnel supervision are essential to efficient operation.

RECOMMENDED JAIL STANDARDS FOR FOOD

Food Group	Column A Minimum Ration Pounds		Ounces	Column B Maximum Ration Pounds		Ounces
. Meat (carcass)*	.38	or	6.08	.6	or	9.6
. Meat (boneless)*	.28	or	4.5	.4	or	7
. Eggs	.071	or	1.14	.1125	or	1.80
. Milk, Cheese, Ice Cream	1.20	or	19.20	1.80	or	28.80
. Margarine	.0225	or	.36	.046	or	.74
. Fats, Other	.08	or	1.28	.123	or	1.97
. Grains, Pastes & Breads	.50	or	8.00	.75	or	12.00
. Beans and Nuts	.10	or	1.60	.151	or	2.42
. Sugars, Syrups, Jams & Jelly	.12	or	1.92	.204	or	3.26
10. Leafy Green & Yellow Vegetables	.31	or	4.96	.5	or	8.00
11. Tomatoes	.15	or	2.40	.176	or	2.82
12. Citrus Fruits	.16	or	2.56	.173	or	2.77
13. Potatoes	.45	or	7.10	.77	or	11.20
14. Root Vegetables	.33	or	5.18	.40	or	6.4
15. Fruits, Other	.07	or	1.12	.25	or	4.00
16. Fruits, Dried	.05	or	.40	.057	or	.91
17. Beverages	.06	or	.94	.070	or	1.12
18. Leavening	As needed		X	As needed		X
19. Condiments	As needed		X	As needed		X

*Use either carcass or boneless, but not both

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[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

[illegible]

Column A ration quantity represents minimum amount of food which can be served daily to a sedentary adult male prisoner and still assure a nutritionally adequate diet.

Column B ration quantity represents the necessary amount of food which must be served daily to a juvenile or pregnant woman and still assure a nutritionally adequate diet.

Nutritional requirements are as recommended by the National Research Council, 1963 Revision.

Nutritional evaluation is available upon request from the office of the State Board of Corrections, Sacramento, California.

Food service employee can determine amount of food to order by multiplying ration in pounds times the population.

Nutritional survey can be made by calculating ounces of each food served per inmate per day and analyzing the nutritive content.

REQUIREMENTS FOR FULL OPERATION:

Statutory mandate requires that jails must operate 24 hours a day, 365 days of the year. Personnel procedures established three 8-hour shifts for each 24 hours and a 40-hour week. With regular days off, vacations, holidays, and sick leave accounting for 136 days, each individual employee works 229 days, or shifts, annually. The 136 days off annually represent 60% of a full year's work of 229 days. Therefore, .6 of one position is necessary to provide full relief for a single staff member and 1.8 positions to relieve the three watches on a post which is activated 24 hours per day. Thus, a total of 4.8 or, practically, five persons is required to cover and relieve on an assignment which is manned continuously.

For detailed breakdown on how relief, custodial, as well as business and maintenance positions are computed, refer to Schedule of Assignments or Posts, Part A - Summary and Part B - Details, which follow.

(Attachment No. 7)

LE OF ASSIGNMENTS OR POSTS
- SUMMARY

Institution: County Jail No. 1 (Hall of Justice)

	Ave. No. of Days for Relief per Year	No. of Pos. Requiring Relief (Part B, Cols. B-F)	Man Days Relief Required (Cols. I x II)	Relief Pos. Required (total of Col. III divided by 365 - Total of Col. I)	
	Col. I	Col. II	Col. III	Col. IV	
or Supervisory Personnel (Position Classification(s))					
. Total No. of Regular Positions-All Shifts (From Column A, Part B)					8
. Relief Positions:					
Vacations	15	8	120		
Holidays	11	8	88		
Sick Leave	6	8	48		
Regular Days Off	104	7	728		
Total, Relief			984	4.2	
. Total, No. of Pos, Regular and Relief					12.2
or Deputy Sheriff (Custody) (Position Classification(s))					
. Total No. of Regular Positions-All Shifts (From Column A, Part B)					22
. Relief Positions:					
Vacations	15	22	330		
Holidays	11	22	242		
Sick Leave	6	22	132		
Regular Days Off	104	22	2288		
Total, Relief			2992	13	
. Total No. of Positions, Regular and Relief					35
or Chauffeur (Both Jails) (Position Classification(s))					
. Total No. of Regular Positions-All Shifts (From Column A, Part B)					2
. Relief Positions:					
Vacations	15	2	30		
Holidays	11	2	22		
Sick Leave	6	2	12		
Regular Days Off	104				
Total, Relief			64	0.2	
. Total No. of Positions, Regular and Relief					2.2

Chart No. 1

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LE OF ASSIGNMENTS OR POSTS
- DETAILS

Institution: County Jail No. 1 (Hall of Justice)

ION CLASSIFICATION AND OF ASSIGNMENT OR POST	Regular Positions Excluding Relief				Positions in Col. A Requiring Relief				
	12M to 8AM	8AM to 4PM	4PM to 12M	TOTAL	VAC	HOL	SICK	RDO	OTHER*
			Col	A	B	C	D	E	F
Deputy		1		1	1	1	1		
in		1		1	1	1	1	1	
enant	1	1	1	3	3	3	3	3	
ants Posts #1-7-9		3		3	3	3	3	3	
ng Posts #3 & 4		2		2	2	2	2	2	
#5 (Key Men)	1	1	1	3	3	3	3	3	
#10	1	1	1	3	3	3	3	3	
ls #1-2-3-4	2	4	2	8	8	8	8	8	
#7	1		1	2	2	2	2	2	
#9	1		1	2	2	2	2	2	
h and Escort Deputies		2		2	2	2	2	2	
auffeur		2		2	2	2	2		

rgeant Positions on Second Watch.
e at each jail.

Chart No. 2

DULE OF ASSIGNMENTS OR POSTS
A - SUMMARY

Institution: County Jail No. 2 (San Bruno)

	Ave. No. of Days for Relief per Year	No. of Pos. Requiring Relief (Part B, Cols. B-F)	Man Days Relief Required (Cols. I x II)	Relief Pos. Required (Total of Col. III divided by 365 - Total of Col. I	
	Col. I	Col. II	Col. III	Col. IV	
For Supervisory Personnel (Position Classification(s))					
1. Total No. of Regular Positions-All Shifts (From Column A, Part B)					7
2. Relief Positions:					
Vacations	15	7	105		
Holidays	11	7	77		
Sick Leave	6	7	42		
Regular Days Off	104		624		
Total, Relief			848	3.7	
3. Total No. of Positions, Regular and Relief					10.7
For Deputy Sheriff (Position Classification(s))					
1. Total No. of Regular Positions-All Shifts (From Column A, Part B)					18
2. Relief Positions:					
Vacations	15	18	270		
Holidays	11	18	198		
Sick Leave	6	18	108		
Regular Days Off	104	17	1768		
Total, Relief			2344	10.1	
3. Total No. of Positions, Regular and Relief					28.1
For Chef (Both Jails) (Position Classification(s))					
1. Total No. of Regular Positions-All Shifts (From Column A, Part B)					4
2. Relief Positions:					
Vacations	15	4	60		
Holidays	11	4	44		
Sick Leave	6	4	24		
Regular Days Off	104	4	416		
Total, Relief			544	2.3	
3. Total No. of Positions, Regular and Relief					6.3
For Stationary Eng. (Position Classification(s))					
1. Total No. of Regular Positions-All Shifts (From Column A, Part B)					3
2. Relief Positions:					
Vacations	15	3	45		
Holidays	11	3	33		
Sick Leave	6	3	18		
Regular Days Off	104	3	312		
Total, Relief			408	1.7	
3. Total No. of Positions, Regular and Relief					4.7

DULE OF ASSIGNMENTS OR POSTS
B - DETAILS

Institution: County Jail No. 2 (San Bruno)

ITION CLASSIFICATION AND E OF ASSIGNMENT OR POST	Regular Positions Excluding Relief				Positions in Col. A Requiring Relief				
	12M to 8AM	8AM to 4PM	4PM to 12M	TOTAL	VAC	HOL	SICK	RDO	OTHER*
			Col	A	B	C	D	E	F
ef Deputy		1		1	1	1	1		
tain		1		1	1	1	1	1	
utenant	1	1	1	3	3	3	3	3	
geant		2		2	2	2	2	2	
t #1 Assignment		1		1	1	1	1	1	
t #2 Receiving and Basement		1		1	1	1	1	1	
t #3 Foyer		1		1	1	1	1	1	
t #4 First Floor and Kitchen		1	1	2	2	2	2	2	
t #5 Entrance Gate		1		1	1	1	1	1	
t #6 Work Crew Dep.		1		1	1	1	1		
t #7 Sixth Floor Adjust. Unit		1	1	2	2	2	2	2	
t #8 Fifth and Sixth Floor	1	1	1	3	3	3	3	3	
t #9 Third and Fourth Floor	1	1	1	3	3	3	3	3	
t #10 Search and Escort		3		3	3	3	3	3	

Chart No. 4

DULE OF ASSIGNMENTS OR POSTS
B - DETAILS

Institution: County Jails Nos. 1 & 2
Non-Custodial Personnel

TION CLASSIFICATION AND OF ASSIGNMENT OR POST	Regular Positions Excluding Relief				Positions in Col. A Requiring Relief				
	12M to 8AM	8AM to 4PM	4PM to 12M	TOTAL	VAC	HOL	SICK	RDO	OTHER*
			Col	A	B	C	D	E	F
Business Manager		1							
Administrative Chef		1							
Chefs (San Bruno)*		1*	1*	2	2	2	2	2	
Chefs (Hall of Justice)*		1*	1*	2	2	2	2	2	
Storekeepers		2		2					
Stationary Engineers	1	1	1	3	3	3	3	3	
Maintenance Supt.		1							
Laundry Supervisors		2							
Foreman Farmer		1							
Farmers		2		2					

efs will work shifts of 5A to 1P and 10A to 6P.

Chart No. 5

LE OF ASSIGNMENTS OR POSTS
- SUMMARY

Institution: County Jails Nos. 3 & 4 (Women)

Ave. No. of Days for Relief per Year	No. of Pos Requiring Relief (Part B, Cols. B-F)	Days Relief Required (Cols. I x II)	Relief Pos. Required (Total of Col. III divided by 365 - Total of Col. I)
Col. I	Col. II	Col. III	Col. IV

r Lieutenant
(Position Classification(s))

Total No. of Regular Positions-All Shifts (From Column A, Part B) 2

Relief Positions:					
Vacations	15	2	30		
Holidays	11	2	22		
Sick Leave	6	2	12		
Regular Days Off	104	2	208		
Total, Relief			272	1.1	
Total No. of Positions, Regular and Relief					3.1

r Deputy (Matron)
(Position Classification(s))

Total No. of Regular Positions-All Shifts (From Column A, Part B) 12

Relief Positions:					
Vacations	15	12	180		
Holidays	11	12	132		
Sick Leave	6	12	72		
Regular Days Off	104	12	1248		
Total, Relief			1632	7.1	
Total No. of Positions, Regular and Relief					19.1

ULE OF ASSIGNMENTS OR POSTS
B - DETAILS

Institution: County Jails Nos. 3 & 4 (Women)

TION CLASSIFICATION AND OF ASSIGNMENT	Regular Positions Excluding Relief				Positions in Col. A Requiring Relief				
	12M to 8AM	8AM to 4PM	4PM to 12M	TOTAL	VAC	HOL	SICK	RDO	OTHER*
			Col	A	B	C	D	E	F
County Jail No. 3									
tenant		1		1	1	1	1	1	
ty (Matron)	2	2	2	6	6	6	6	6	
County Jail No. 4									
tenant		1		1	1	1	1	1	
ty (Matron)	2	2	2	6	6	6	6	6	

CONFEREES

In connection with this study, a series of meetings and conferences were held with:

SAN FRANCISCO GRAND JURY
Horace N. Seaman, Foreman
Ralph A. Sheehan, Statistician

LAW ENFORCEMENT COMMITTEE
Sidney H. Kessler, Chairman
Raymond W. Rivers
Henry Rosenthal

OFFICE OF MAYOR
John L. Mootz, Administrative Assistant

SUPERIOR COURT
Hon. Harold J. Neubarth

CIVIL SERVICE COMMISSION
Harold Albert

DEPARTMENT OF CITY PLANNING
Edward I. Murphy, Assistant Director

OFFICE OF SHERIFF
Matthew C. Carberry, Sheriff
Francis J. Smith, Undersheriff

Hall of Justice
Thomas J. Burns, Chief Deputy
M. F. McDonnell, Captain

San Bruno
Charles Cunningham, Chief

OFFICE OF CHIEF OF POLICE
Thomas Cahill, Chief

Martin Lee
Supervising Captain

Peter Conroy, Captain
Norbert Currie, Lieutenant

PROBATION OFFICE
John D. Kavanaugh
Chief Adult Probation Officer

DEPARTMENT OF PUBLIC HEALTH
Joel Fort, M.D., Director
Center for Special Problems

SALVATION ARMY
Stanley Davey, Captain

NORTHERN CALIFORNIA SERVICE LEAGUE
A. LaMont Smith, D.P.A., President
Joseph R. Silver, Executive Director